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ABSTRACT

The purpose of this Personalized Activity Kit is to provide an overview of ways to manage with people so that educational programs do get implemented and constantly improved. Emphasis is placed on program evaluation and the definition of program management. (Author/IRT)

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ED 141 918

A SCHOOL IMPROVEMENT - ACCOUNTABILITY PROCESS KIT

PAK #4.0 - MANAGING PROGRAMS - AN OVERVIEW

Colo. Dept. of Ed.

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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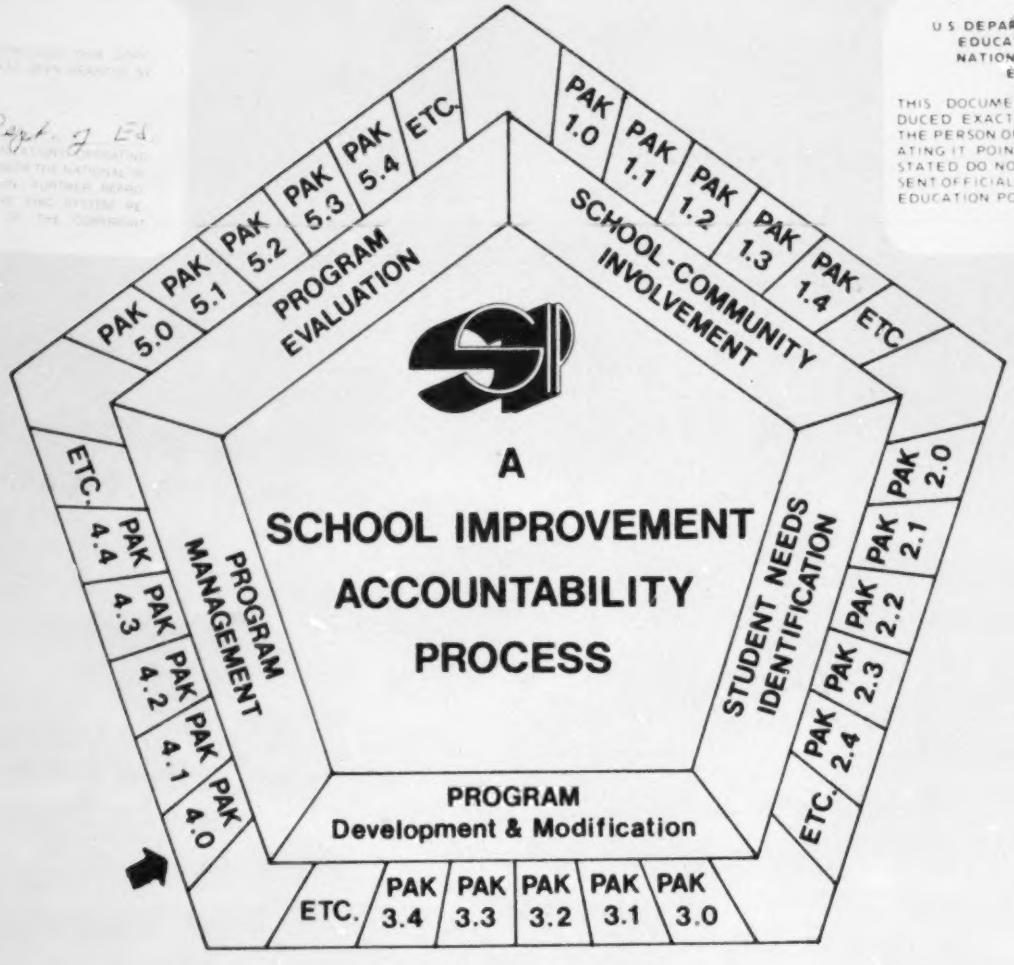

Personalized Activity Kit (PAK) for use as:

- Individualized Study Guide
- Small Group Study Guide
- Workshop Facilitator's Guide

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A SCHOOL IMPROVEMENT - ACCOUNTABILITY PROCESS KIT

PAK #4.0 MANAGING PROGRAMS - AN OVERVIEW

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March 1975

Please note . . .

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PAK #4.0

PROGRAM MANAGEMENT--AN OVERVIEW

Purpose

The purpose of this PAK is to provide an overview of ways to manage with people so that educational programs do get implemented and constantly improved. Unless the plans developed in the Program Development/Modification (the 3.0 Series) phase of the School Improvement and Accountability Process are actually put into action, benefits to students may not be realized.

Why change management practices?

There are three major factors which have contributed to the problems facing today's educational enterprise in America. These are:

- *The American society is no longer a safe, stable environment, but rather one of constant, rapid change.*
- *The American educational enterprise has grown explosively in numbers, creating a complex situation.*
- *Administrative skills and tools fashioned to serve the needs of a simpler, more stable society can no longer meet the requirements of today's educational system.*

Paradoxically, in today's society, the one constant, unchanging truth is that only change itself is constant. Many pressures have combined to create this fluid state of affairs--the technological revolution, the knowledge and population explosions, the increasing threat to our environment, the advances in mass communication and rapid transportation which shrink our world boundaries, the mobility of our population, the increased leisure time of our people, the rising expectations of our affluent society, and the changing occupational patterns of our citizens.

Education is faced with two alternatives: 1) continue to react to societal changes which may or may not be beneficial, or 2) learn to manage change for the benefit of learners and society.

Traditionally, education has reacted rather than acted, thus creating a cultural lag between what the schools were teaching and what society was demanding. Only in recent years has this gap become so great that the public has begun to question the effectiveness of our educational enterprise. Historically, those institutions which have repeatedly resisted response to public needs have found themselves obsolete. (The public has discovered alter-

native routes to achieve its desired outcomes.) Education, then, must learn to manage change if it is to survive.

Since World War II, a body of knowledge called "Management Science" has been developed, based primarily on the industrial and military experience in handling their complex problems. This came about in response to external pressures such as education is now experiencing. Some educators would argue that the application of this knowledge and its tools to the learning environment will result in the "dehumanization" of the educational process. Many others, however, are beginning to see the value to be achieved through more effective management. They would argue that this knowledge and its tools, in and of themselves, have no value--either good or bad. These tools and skills take on value only as they are put into use by the human element.

As professional educators, concerned about children and learners of all ages, we have professional obligations:

- *To learn the skills needed to manage change.*
- *To insure that our use of this knowledge results in benefit to learners.*

One comprehensive, systematic way to resolve the above needs may be described as a School Improvement Accountability Process, which involves five stages:

A. *School/Community Involvement*

B. *Student Needs Identification*

C. *Program Development/Modification*

D. *Program Management*

E. *Program Evaluation*

A. SCHOOL/COMMUNITY INVOLVEMENT

Through continuing and cooperative involvement of school/community representatives, district educational goals must be developed, analyzed, redefined and validated as a means of confirming that these goals do reflect the community's aspirations. If the goals are not being met satisfactorily, a "gap" is said to exist between what the schools "ought to be doing" and what actually is taking place.

B. STUDENT NEEDS IDENTIFICATION

If the facts do indicate that the "gap" is real, then we have identified a valid learner need. If the facts indicate that the "gap" does not in reality exist, then there is a public information problem. If a program is doing a good job in meeting student needs, then maintain the quality. Change for change sake is undesirable. Changes should be made only when to do so will improve the program and better meet student needs.

C. PROGRAM DEVELOPMENT/MODIFICATION

The "gap" can be bridged by appropriate program development or modification of the existing program. The first step in program development is to define the educational programs within a given district (a professional task). Then priorities, based on community opinion and values, must be assigned to these programs.

Program Objectives, representing what a group of students should accomplish, can be written at this point. Another commonly used approach to the writing of Program Objectives is to do this after learner needs have been transformed into individual Learner Objectives. PROGRAM OBJECTIVES ARE VITAL BECAUSE THESE FORM THE WORKING BASIS FOR PROGRAM EVALUATION.

Next, Staff Objectives are written which describe what the staff and school board will do to enable these learner objectives to be met. STAFF OBJECTIVES PROVIDE THE BASIS FOR A MANAGEMENT-BY-OBJECTIVES SYSTEM. After the individual learner objectives, the staff objectives and the program objectives have been written, the next step is to allocate the resources necessary to meet each of these objectives. Resources are allocated on the basis of the priorities established for the various programs. When these steps have been taken, you will have a planned program ready for implementation.

D. PROGRAM MANAGEMENT

After a plan has been implemented, it becomes the responsibility of the manager to determine whether or not the work is being done and how well the program is progressing. This requires periodic progress reports, showing what activities have led to specific results in relationship to the district's goals, student needs, staff and program objectives. Those reports which reveal less than satisfactory achievement must then be dealt with during a "coaching" session which seeks to determine the possible causes and solutions. Many skills are required for effective management:

- *Setting mutually agreed upon objectives*
- *Planning techniques*
- *Using control tools, such as time charts (time lines)*
- *Fitting people into the right jobs*
- *Delegating responsibility and authority and trusting people to do the job with minimum supervision*
- *Developing an information system and using it to make informed decisions regarding program modifications and/or new programs*
- *Using program evaluation reports for decision-making and for more effective structure and operation of the organization*

E. PROGRAM EVALUATION

Provides a means to determine--

a. How well the district has achieved its objectives,

b. How realistic and beneficial these objectives are,

c. What the strengths and weaknesses are,

d. What additional steps might be taken to improve further the local educational program.

Program evaluation is a continuous process, never really reaching completion. There is always an on-going "harvesting of concerns" from the school/community, determining whether earlier needs have been met . . . and whether new needs exist . . ., and so the cycle is repeated, resulting in a continuous process of school improvement.

ACCOUNTABILITY RELATIONSHIPS

	Who is Accountable	To Whom (Primary Responsibility)	For What
Goal Accountability	1. School Board	Public	Goal (Selection)
	2. Local Accountability Committee	School Board	
Program Accountability	1. School District Professional Staff	School Board	Learner, Staff and program objectives
	2. School District Professional Staff	School Board	Development and/or Selection of Instructional Programs Consistent with Objectives and Goals
Learner Outcome Accountability	1. Teacher	School District Management	Producing Program Outcomes Consistent with Objectives and Goals
	2. Student	Teacher and Parents	

What is Program Management?

It is necessary to look first at the question -- What is an organization? Many definitions have been developed, but the concepts which will be used as a point of reference in this series of PAKs are:

- *An organization consists of people and resources assigned to varied, but interrelated, tasks in order to achieve a common purpose. This common purpose is usually stated as organizational GOALS. Without that common purpose, there is no need for the organization.*

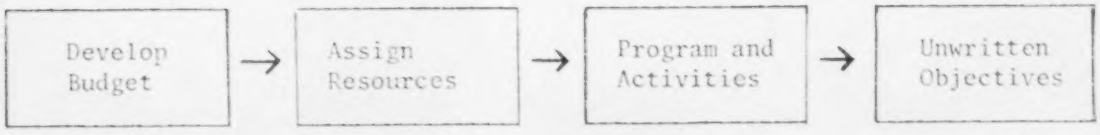
- *An organization, viewed as a social organism is a configuration or arrangement or structure which allows its resources to be assigned for its common purpose. This structure, then, is merely a tool and is subject to change, if such change will produce better results.*

The next question to be dealt with is "What are resources?" Everyone would agree that resources include elements such as:

- *Capable people in the right job, with time to do the job*
- *Buildings and facilities*
- *Materials, tools, and equipment*
- *Ideas, procedures, policies*
- *Revenues*

Traditionally, school budgets have been the starting point of the planning cycle. The development of a new budget began with the studying and adjustment or "massaging" of last year's budget. Then we determined the resources needed, and finally, we determined what programs and activities the budget and resources would support. Once these decisions were made, then we made many intuitive and unwritten judgments about the objectives for these programs and activities. This approach to planning and budgeting often led to a budget-controlled curriculum. In diagram form, it looked like this:

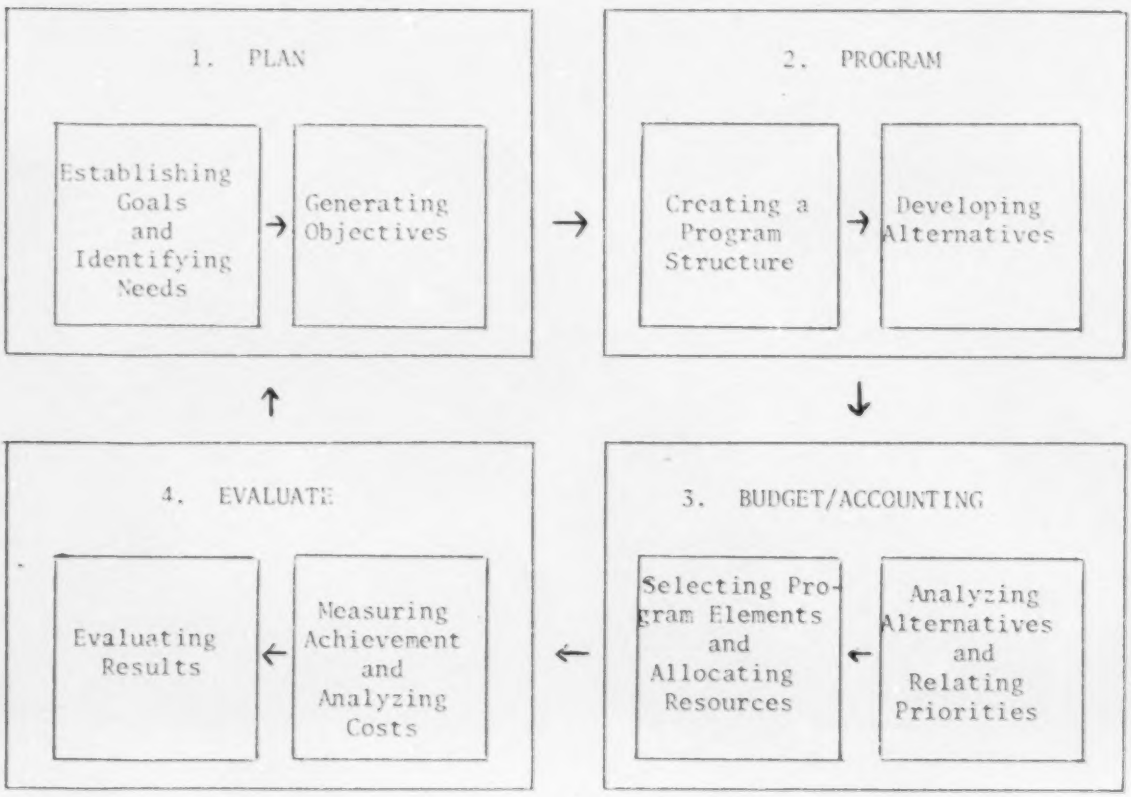
LINE-ITEM BUDGETING



New approaches to management maintain that MONEY IS NOT A RESOURCE by itself. It is used to acquire resources. Estimated costs are the level of resources needed to achieve a specified level of a program objective. Estimated costs are expressed in dollars or money. Under modern management practices, the planning cycle begins with:

- the identification of programs and the determination of the priority order of these programs.
- then program objectives are written to spell out what the expected results should be.
- following this, resources are allocated based on the established priorities of programs.
- finally, the costs of these resources are added up and placed in a budget.

This approach to planning and budgeting lends itself to a budget based on student needs. In diagram form, it looks like this:



Finally, we must answer the question -- What is the manager's job? This can be stated quite concisely in a variety of ways:

The manager is responsible for:

- *Achieving the goals, needs, and objectives of the organization.*
- *Getting work done through other people.*
- *Allocating resources so that the work can be done.*

Anyone who manages is responsible for:

- *Innovating*
- *Planning*
- *Organizing*
- *Coordinating*
- *Delegating*
- *Controlling*
- *Involving oneself in human relations*
- *Participating in public relations and community affairs*
- *Producing desired results*

This list differs widely from the traditional concept of administration: - control. This function was an easy one to perform, so long as schools remained small and the social environment relatively unchanging. Many administrators view the management function as just so many more duties to be performed. Management is actually a more precise and systematic way for getting the job done. Today administrators can no longer know everything that they need to know. They must rely on the delegation of responsibility and authority to trusted, capable subordinates who can keep them fully informed. For each minute of time spent in planning for effective use of staff, three to four more minutes of productivity can be achieved. The collective efforts of a staff multiply and make it easier for the manager to accomplish his objectives. This style of management, often called team management, management team, leadership teams, presupposes fundamental changes in the allocation of authority, responsibility, and accountability. The administrative team (another term) may consist of administrators and a representative council of both certified and classified personnel.

If an organization is not achieving results, then the manager has three alternatives:

- *Measure results against lower expectations*
- *Be satisfied with whatever happens*
- *Change the organization so that the results are achieved*

The first two choices are not acceptable to the public as alternatives for the public schools. Accountability legislation clearly implies this. The manager, then, must be an educational leader.

It is commonly accepted that superintendents, principals, coordinators, and supervisors are managers. Many persons fail to recognize that classroom teachers are instructional managers. Teachers plan for students, organize materials, coordinate activities among students and with other teachers. They plan and supervise teacher aides and sometimes clerical workers. They innovate, they control, they allocate resources, and they budget time. Effective teachers are astute practitioners in the field of human relations and group dynamics and are a vast, potential reservoir for effective dissemination of public relations information.

What then is the basic difference among managers? There are levels of decision-making which must be commensurate with the degree of responsibility and authority delegated to that level. Another way to state this premise is that the person most responsible for the consequences of a decision is the person who should have the authority to make the decision. Ultimately, however, it is at the level of the school board and superintendent where the "buck-passing" stops.

Other topics to be included in this series of PAKs are:

- *Understanding the change process and strategies for managing change*
- *Learning about managerial styles*
- *Managing time*
- *Relating the individual to the organization through staff development programs*
- *Managing by objectives (MBO)*
- *Resolving conflict*

SUMMARY

Effective program management can be the determining factor in successfully putting a new or modified educational program into operation. New skills are required by the rate and massive amount of societal change taking place.

Good managers manage with people so that those people do a better job of managing resources. They provide their staffs with the opportunity for personal and professional growth. They also know that the efforts of their people have a multiplying effect which makes the manager's job easier.

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Please give your assessment and comments on the following:

PROGRAM ELEMENT	OUT-STANDING	VERY GOOD	FAIR	POOR	VERY POOR	COMMENTS
1. The quality & relevance of the subject matter.						
2. The appropriateness and usefulness of the instructional materials.						
3. The timing or sequencing of the various items presented.						
4. The directing and assistance given on the exercise.						

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7. The comments or assistance given to you on your selected problem.						